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NON-FORMAL EDUCATION PROGRAMMES IN AFRICAN DEVELOPMENT

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I. Introduction

In Africa where there is a high rate of population growth the greatest challenge is how to unleash the creative energies of the population; raise the awareness of the potential of the collective efforts of the people; and help the population to organize themselves for self-reliance self-fulfilment and for creativity. It is therefore the primary concern of many governments to provide the entire population with the opportunities for developing the necessary skills, knowledge and re-orienting their attitudes and ethical values to meet their basic needs. This task of providing the opportunities for knowledge and skills development, and attitudes shaping is left principally in the hands of the education sector made up of three types of education: formal, non-formal and informal education. Literature is replete with definitions of these types of education and it is not the purpose of this paper to enter into a distinction of the three types of education.

However what ought to be emphasized is that as an institution education is acted upon by a number of factors operating in a society. What education is, and what it does, is not determined by the teachers, educators or educationists but by many other participants in the educative process viz: individuals themselvles, pupils, parents; pressure groups, politicians, planners; economists, society, environment, the community etc. In this way, formal education is to be distinguished from non-formal education in terms of its outward characteristics rather than the basic function.

II. Functions of Non-Formal Education (N.F.E.)

In examining non-formal education programmes in African development, it may be necessary from these introductory remarks to review the functions of education from both the general point of view and from the traditional and modern views of education and see how these functions relate to non-formal education. Generally, education should reflect the society it serves and convey to the rising generations the accumulated values and mission of that society. This is the socializing function of modern education which is not different from that of the traditional pattern of informal education. In the eighties this is regarded as the conservative function of education. It does not therefore meet the aspirations and enthusiasm of many nations.

Secondly, education serves as an instrument for purposively initiating, controlling and directing change in society. Many nations have used education as the main lever for bringing about change and perhaps this is so because through education, people are able to apply knowledge, skills, attitudes, values and information learnt or aquired more productively. In this way,

the application of knowledge, skills, and attitudes to productive activities is central to development. This is the innovative function of education. Thirdly, education has a liberative function which is concerned with freeing individuals from their cultural and intellectual blinkers, enabling them to think divergently, logically and independently; to identify and solve problems; to take responsibility for initiating change without unnecessary limitations on self development.

These three functions of education underscore the point that non-formal education is essentially a complement and supplement to formal education and also to the patterns of informal education in the home and the community. It is not intended to replace formal or traditional education even if some of the functions of the three types of education are similar. Traditional education for instance has been used as an instrument for:

- promoting social stability and continuity of society;
- communicating to the youth the values, skills, knowledge and attitudes possessed by the adult members of a culture and society; and
- being used as a means of incorporating an individual into a society possessing a common consensus of beliefs and preparing him for roles assigned to him by society.

Through the process of learning by living and doing, traditional education helped to equip the young with communal responsibilities, with knowledge skills and values for productive use and for socialization. Both the family and the community played an important role in the educative process just as much as they do in modern education. Indded the functions of modern education are not too different from those of traditional education, in that the former serves as:

- an instrument for promoting and controlling change;
- a means of transmitting new national values and new economic and productive skills and knowledge not necessarily possessed by adults through traditional education;
- a means of incorporating the young into a rapidly changing national society with pluralistic patterns of belief; and being able to find for themselves and contend with social changes. In other words, it helps to prepare the young for a productive life and self-reliance and self-fulfilment.

These functions of both traditional and modern education do apply with varying degrees to non-formal education. The

question therefore is how far and how effective have non-formal education programmes been in preparing the youth and adults for effective roles in the above functions. this report therefore, will examine some of the policies and practices relative to the development of non-formal education; the relationship between non-formal education and development; the participants in non-formal education programmes for national development; review the non-formal education programmes in African countries geared to national development; and examine prospects for the future.

III. National Education Policies and Aims of Non-Formal Education

The development of non-formal education programmes is based on defined national education policies and on defined aims and objectives of non-formal education (NFE). Indeed no NFE programme is complete without taking into account the overall national education policies which in many African countries may be enumerated as follows:

- the attainment of universal basic education for the majority of the population to ensure that each personal develops the necessary competencies for person growth and self-fulfilment either through formal or non-formal education,

- equip the majority of the population with the necessary occupational, technical and managerial skills, knowledge and attitudes for effective participation in national development;

- pay greater attention to education which generates scientific thinking, problem solving, technical skills and attitudes; and applying knowledge and skills to productive activities;

-encourage programmes and activities which foster cultural values and right attitudes to work in rural and urban areas;

-provide for educational opportunities to all shades of society through both formal and non-formal education programmes in literacy, numeracy, basic knowledge and skills in agriculture, health, nutrition, food, community work, business, social services, farming, entrepreneurship, arts and crafts, artisanal trades etc.; and

- promote co-operation, collaboration and co-ordination of educational programmes and activities amongst various parties, agencies and organizations involved in the education sector.

The development of non-formal education will be greatly affected by the overall national education policies and the aims of education in general. Thus some of the aims of non-formal education pursued in African countries have been as follows:

- to provide training needs in literacy, numeracy, skills and attitudes which will enhance self-reliance, self-development and self-fulfilment;

- to provide instruction and materials related to productive activities and income generation and to improve the technical, vocational, administrative and managerial performance of those in salaries or self employment;

- to encourage and promote programmes which enhance the development of national, cultural and societal activities so as to reinforce and enrich socio-economic life; and

- to foster a linkage between formal and non-formal education so that the two systems complement and supplement each other in the development of knowledge, skills, values and attitudes.

Arising out of the foregoing policies and aims, it should be emphasized that a programme of non-formal education is decisive element in the strategy of human resources development, particularly in areas where deficiencies exist in other areas of education. Indeed, if the overall planning of education is not done properly, such a deficiency situation may lead to a kind of unbalanced growth where on the one hand there is a surplus of secondary school leavers and a pool of university graduates; and on the other, serious shortages of skilled and trained manpower technicians and specialists. Often education which is badly planned leads to the production of unemployable school leavers and of little use for national development.

Thus the role of non-formal education in this process is obvious. It is supposed to take on the unfinished business of the school by giving some technical and vocational skills so that young men and women can participate more effectively in their country's development. Many programmes therefore in non-formal education are designed to prepare their clients for national participation and development by equipping them with the necessary knowledge, skills and attitudes. In this regard, the planning of non-formal education calls for the development of three components of education viz: communication skills; life skills and income generating skills, although this can be done by means of three different modes of delivery i.e. formal, non-formal or informal learning. This is usually done in varying degree of mix and at varying depth depending on the delivery mode and its clients.

Already much criticism has been labelled against formal education for failing to equip its products with the necessary knowledge, skills and attitudes and for making negative contribution to development. On the other hand, non-formal

education is thought of as being more responsive, tailor-made and relevant to the needs of developing societies in rural areas. It focuses on teaching people to improve their basic level of subsistence and their standards of health and nutrition. In this regard, it is more immediately productive and application - oriented because learners acquire knowledge and skills for thier immediate use, thereby avoiding, the long gestation period which often exists between formal education and productive employment.

It is important therefore that, in the implementation of national education policies emphasis should be placed on the integration of all forms of education and the delivery modes into a more comprehensive and unified view of learning which recognizes the linkage relationship of learning with human action and aspiration. Such integration raises the individuals consumption, and influences his/her learning ability thereby stimulating his/her desire to acuqire more knowledge. And for society, integration raises its ability to provide for more services and raises the demand for more complex skills necessary beyond individual needs. The linkage relationship of this situation is illustrated in Diagram 1 and the operational steps in the delivery of such education are illustrated in Diagram 2.

At this point, however, it is necessary to examine the various clients of non-formal education and how they relate to national development

IV. The Clientele and Conceptual Framework of Non-Formal Education Programmes

In the foregoing pages it has been emphasized that neither formal nor non-formal education can on their own meet the learning needs of individuals in society nor these needs for national development. Complementarity of the sectors of education is therefore essential. Given the policies, aims and objectives stated above, for whom should non-formal education programmes be designed to ensure responsiveness to national needs?

In response to this question, it is emphasized that non-formal education programmes should cater for the following:

1. youths and adults in economically depressed areas and the national pockets of poverty;

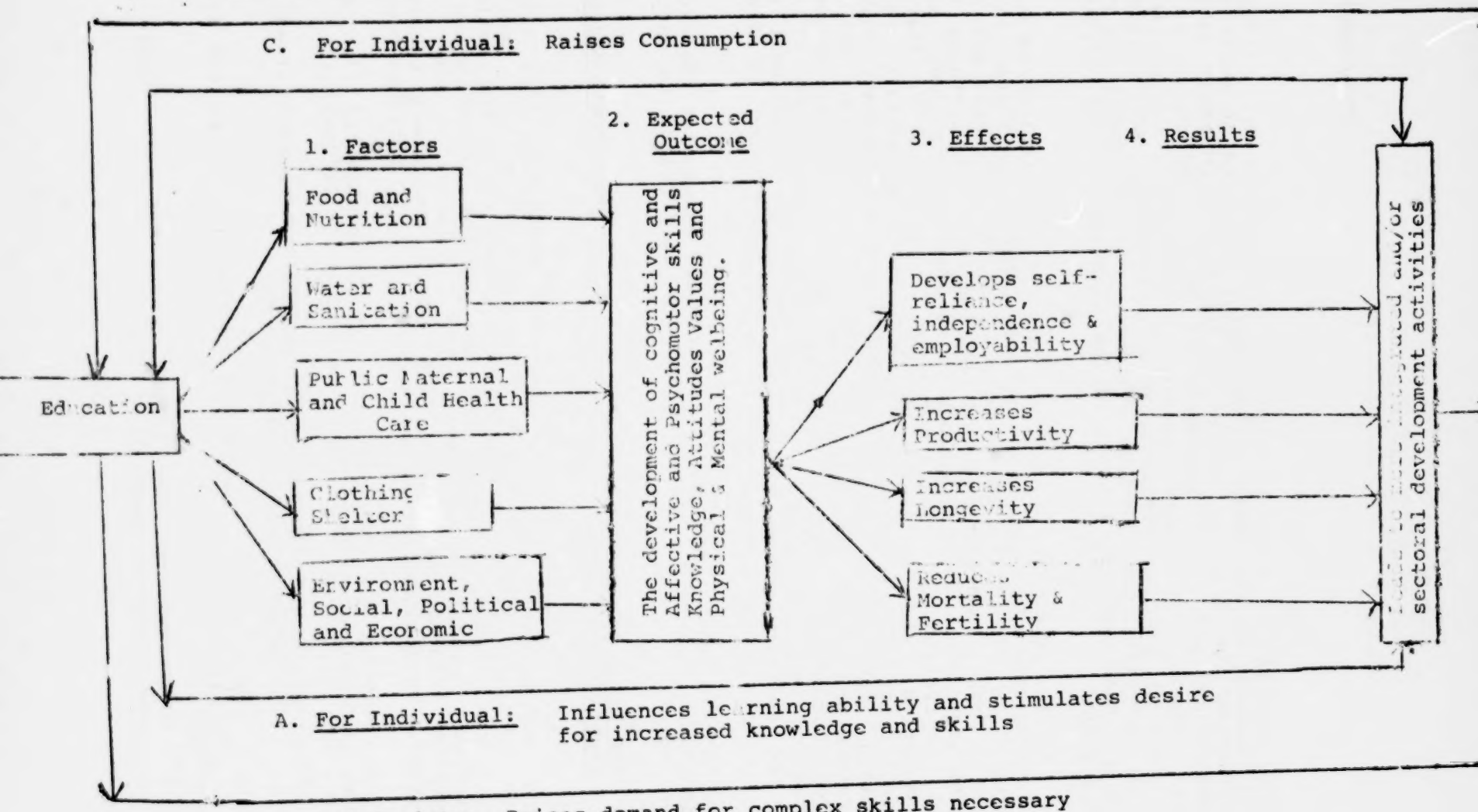
2. illiterates - youths and adults from urban and rural areas;

3. drop-outs from the formal system who left school for one reason or another;

Diagram 1 : Linkage of Education with Basic Needs and Development

D. For Society: Raises ability to provide more services

C. For Individual: Raises Consumption



A. For Individual: Influences learning ability and stimulates desire for increased knowledge and skills

B. For Society: Raises demand for complex skills necessary beyond individual needs.

Components of Education	Major Instrument to Satisfy Need	Delivery Mode	Target Group	Nature of Educational Action (illustrative)
1. Communication Skills	A. Primary Education B. Adult Education C. Literacy Programmes	I. Formal II. Non-Formal	1. School-Age Children 2. Out of School Youths & Adults	A. Build schools; train and provide teachers; provide instructional materials, equipment and tools B. Use schools; build centres; initiate mass campaigns and develop literacy programmes
2. Life Skills	D. Primary & Junior Sec. Education E. Extension studies Adult Educ.	III. Formal IV. Non-Formal V. Informal	3. School-Age Children 4. Out-of School Youths & Adults	C. Build vocationalized schools; develop organized extension activities; improve media & its use; Support cultural activities, youth and women's programmes
3. Production Skills	F. Vocationalized and technical and Trade schools G. Formal & Informal Training	VI. Formal VII. Non-Formal VIII. Informal IX. Technical X. Vocational	5. Youths 6. Adults	D. Build vocational, technical and trade schools; Develop training centres and link them with centres of economic activities so as encourage self-employment; develop institutions for income generating activities; and include productive activities in education programmes
4. Higher Skills Needed by Society for meeting basic needs and national needs	H. Technical and Specialized Training	XI. Formal Training XII. Non-Formal Training	7. Youths 8. Adults	E. Expand teacher training/technics vocational institutions; develop para-professional cadre of Instructors; create polytechnics and village-level workers, brigades, youth clubs & workers, societies for youths and women, co-operatives and farmers clubs

4. left-outs/overs who cannot be accommodated by the formal system for lack of educational opportunities;

5. people at work or out of work who want to have a second chance education to improve on their educational achievement;

6. school leavers who are without technical skills or vocational orientation, or lacking knowledge, skills and attitudes for productive life in society

7. Specific groups of youths and adults from both rural and urban areas such as:

   (a) traditional craftsmen/artisans including vendors, builders, carpenters, entrepreneurs, cobblers, bricklayers etc.

   (b) traditional healers, medicine men, midwives, magicians,

   (c) youth and women's clubs and other interested groups,

   (d) peasant farmers, small-businessmen, hawkers, illiterate workers etc.

8. all those who need education for one reason or another such as retirees, the disabled, handicapped, deliquents, prisoners etc.

This clientelle cuts accross the whole spectrum of society. the problems the clients face are varied and many. In spite of the diversity and multiplicity of the problems, certain factors ought to be taken into account before designing programmes for all this clientelle. First and foremost therefore, it is important to:

(a) identify the needs of clients and thus come up with an occupational classification of needs; and categorize the clients according to their common learning needs so that a programme tailored to the clients' needs can be developed;

(b) identify existing resources, including available local lendership, common medium of communication, and the local agencies willing to help in non-formal education programmes;

(c) motivate and convince the clients to internalize the worthiness of the envisaged programmes of non-formal education.

When identification has been undertaken, a decision has then to be taken as to what programme would best respond to the needs so identified. A programme for non-formal education clientelle cannot be the same for every country; not even in one country should it be the same for all people irrespective of geographical distribution. The programming will differ from one region to another. Thus the next section examines non-formal education programmes in African development.

V. Non-Formal Education Programme in the Context of African Development

It should be emphasized right from the start that non-formal education is a developmental process and therefore a political one which must interact with other elements in the social, political, economic and educational change. This recognition brings into focus the relationship between education and development and man as the centre of it all. As it was once pointed out: "development has a purpose; that purpose is liberation of man. We talk a good deal about development - about expanding the number of goods and services and the capacity to produce them. But goods are needed to serve men; services are required to make the lives of men more easeful as well as more fruitful. Political, social and economic organization is needed to enlarge the freedom and dignity of men. Always we come back to MAN - "the liberated man", as the purpose of activity, the purpose of development.[1/]

In this regard, development is concerned with satisfying basic human needs of individuals in society and that non-formal education can rise to these basic needs challenges and in so doing, it can contribute to the social, economic and political development of a country. this approach tends to highlight the following definition of development viz: "that development is the unfolding process or act of advancing the components of an object or of a nation through the successive stages within a conflicting environment. In the case of a nation, the process, which is usually referred to as national development, must take place simultaneously within the political, economic and social fabrics of the society. In other words, the process must incrementally bring to an advance stage the political, economic and social structures, within the context of the people's needs and values.[2/]

Development looked at in this way requires:

1/ ECA Education Training Manual No. 2 on Non Formal Education for Integrated Rural Development; ECA/PAMM/HRP/86/WP/1 March 1986 P.15

2/ ECA: Education Training Manual No. 2 Opt. cited P.17

(i) designing and pursuing measures which would efficiently generate and distribute to the people needed goods and services;

(ii) maximizing the utilization of the nations human and other resources; and

(iii) instituting legislation and institutional framework for ensuring active and full participation of the people in the process.

From the foregoing, we find that non-formal education is being considered in relation to development because it is more responsive, tailor-made and relevant to the needs of the communities in both rural and urban areas. Also because it focuses on teaching people to improve their basic level of subsistence and their general conditions of learning. Learners acquire knowledge and skills for their immediate use thereby avoiding long gestation period which often exists between formal education and productive employment.

Given this analysis, we may then ask what kind of non-formal education programmes have helped or do foster African development; or are responsive to meeting basic and national needs.

Over the last two decades, non-formal education programmes for development have varied in degree of inensity, focus and orientation. There are those programmes which have concentrated purely on literacy campaigns as was and is the case in Tanzania and Ethiopia. Others on technical and artisanal trades, as is Kenya's village polytechnics, and other non-formal education programmes which have been integrated into formal educatin programmes to ensure that students engage in productive activities as was and is the case in Benin. Examples of all these programmes are analysed here-under.

(1) **Well-Known Non-Formal Education Programmes**

There are many non-formal education programmes which are taking place in African countries for national development. Detailed information on these programmes is not easy to come by. there are, however, well publicized non-formal education programmes such as the Literacy Campaign Programme in Ethiopia and Tanzania; the Ujamaa Settlement Programme in Tanzania; the Village Polytechnics in Kenya; the Malawi Young pioneers Movement; the Botswana Birgades; and the Animation Rurale Programme in Senegal.

(a) **Ethiopian National Literacy Campaign**

Following the launch in 1975 of the National Work Campaign for Development Through Co-operation, a

component of literacy was included in the programme of activities for awakening, sensitizing, activizing and organizing the masses for national development. This inclusion of literacy laid the foundation for the National Literacy Campaign (NLC) launched in 1979.

Some of the general objectives of the NLC were: to emanicipate the masses from illiteracy without hampering their day-to-day activities; to strengthen and up-grade the skills acquired through literacy and lay-down a strong foundation for further education; and to encourage and promote the devlopment prosperity and social motivity of the masses in the context of functional literacy.3/

Central to these objectives was the view that illiteracy retards progress and development, and therefore a lot of natural development dependent on making the majority of the masses literate. After 14 rounds of activities, some 18,209,779 people had been registered out of which 13,770,894 were certified literate. During the same period i.e. by 1986, over 7.948 million people had followed post-literacy programmes. Thus by 1986, the literacy rate for Ethiopia had grown to 62.4% as compared to less than 20% in 1974.

The effect of this increase in literacy on development nas been immense. Many people are now able to do their own computation and calculations of their daily activities and able to apply knowledge learnt to their productive activities.

Non-formal education programmes in Ethiopia have not only been confined to literacy programmes. There are many other programmes catering for farmers, craftsmen, housewives, workers, destitute children, women club members, relief workers, university students, and those engaged in extension studies to improve their educational attainments. The Ethiopian Child and Welfare Association caters for destitute children who are taught a variety of handicrafts to help them make a living

3/ National Literacy Campaign Co-ordinating Committee
The Ethiopian NLC, Its Achievements and Prospects
Addis Ababa, August 1986 P.3.

by selling the products; whereas the Bako Project in Ethiopia caters for farmers, craftsmen, and housewives. Another aspect of non-formal education activities involved the Ethiopian university service when students go to rural areas with the objective of sensitizing the rural populace to the educational and developmental problems. In all these cases, there is a non-formal approach to development.

(b) **Non-Formal Education Programmes in Tanzania**

The United Republicv of Tanzania has been in the forefront in the development and execution of non-formal education. To this effect, two autonomous Institutions were established: the Institute of Education responsible for appropriate curricula for formal education and self-reliance, and the Institute of Adult Education which was to take care of the out-of-school sector. The activities of this latter Institute ranged from research, material development for literacy and adult education programmes; the organization of farmers' and workers' co-operatives, the spread of functional literacy, the improvements of skills for skilled workers, and the training of unskilled workers so that they can become more productive.

Teaching materials developed by the Institute are diversified and tailor-made to meet the needs of various communities in Tanzania. Great emphasis is placed in the development of local environment, on citizenship on political education, on improved farming and agricultural productivity; on health, nutrition and sanitation.

Basically, Tanzania's non-formal education programmes are geared towards inculcating saleable skills and raising the standard of living of the people especially in rural areas. Most of the trades taught include carpentry, building, crafts, electrical engineering, metal work, farming techniques, and how to manage and develop co-operatives. Other skills incoude leadership skills for the management of "Ujamaa" villages, and for project implementation in rural areas such as the work-oriented Literacy Programme; the Co-operative Education Project and the Lushota Integrated Development Project. All these are jeared towards the development of education for self-reliance.

(c) **Cote d'Ivoire Training Centres**

Non-formal education programmes for development in Cote d'Ivoire are concerned with the training and

improvement of the practical skills of persons who may be already, at work such as those people with technical skills and working as maintenance staff or those working as secretaries but requiring advanced secretarial skills so that they can be more productive.

There are programmes for those who may not be in salaried employment. INADES (the African Institute for Social and Economic Development) for instance caters not only for civil servants and managers of parastatal organizations but for farmers and co-operatives as well, particularly those who have to work with local communities. Other programmes focus on the needs of illiterates and new literates and on promoting co-operatives and their agents.

(d) **Senegal's "Animation Rurale"**

In Senegal, one comes across the Animation Rurale project which is aimed at meeting the needs of rural people. Basically its grassroot approach is intended to promote confidence in the populance so that they can make a fruitful living within their setting.

On the other hand, the Rural Training Centres have developed a programme for the youths where they are taught basic skills necessary for them to become animators of rural development to ensure that rural communities have better health, sanitation, food and nutrition; and become more productive as farmers.

(e) **Burkina Faso's Centres for Rural Education**

Children and youth who may have missed formal schooling or dropped out of the formal system are catered for through the centres for Rural Development. These centres provide basic skills in farming, community work and other productive skills. Activities of the centres are financed by the government to ensure that out-of-school children are given opportunities to be productive and self-reliant.

(f) **Kenya Village Polytechnics and Other programmes**

Kenys's non-formal education programmes for development have a two pronged appraoched: those undertaken and developed through the self-help programmes such as the well-known Village Polytechnics and Institutes/Colleges of Technology; and those undertaken through government institutions, voluntary agencies and parastatal organizations.

The Village Polytechnics were designed to give primary school leavers some basic skills in tailoring, farming, carpentry, masonry, motor mechanics, electrical wiring, metal work, home economics and agriculture. With these skills it was hoped that graduates from the Polytechnics would be able to use local resources thereby becoming productive and self-employed and be able to provide goods and services to the local communities. While the original idea and philosophy were good, the Village Polytechnics have become highly institutionalized thereby operating as formal institutions and losing their non-formal education approach. At the same time, the range of subjects offered is rather limited so that they are not able to respond to needs of rural areas. Be it as may the Village Polytechnics are part of Kenya 's well-known philosophy enshrined in the "Harambee (self-help) Project." Indeed many co-operatives in Kenya have been born and nurtured out of harambee projects eg. the construction or builders co-operatives.

Other non-formal education programmes are undertaken by institutions such as the Kenya National Youth Service which focuses its activities on farming activities especially for the rural youths so that they are equipped with basic skills and vocational training for self-fulfilment and income generating activities. Voluntary bodies, parastatals and governmental institutions undertake various activities such as the training programme for girls in home management, nutrition and office routine; the partnership for productivity programme which trains local entrepreneurs in business management and accounting and provides them with credit facilities to start their own businesses.

(g) **Malawi's Young Pioneers and Correspondence Education**

A non-formal approach for meeting the education and training needs for a good portion of the population in Malawi is by correspondence through the Malawi Correspondence College and its Centres and night schools; the Malawi Young Pioneers training and the trade schools and apprenticeship schemes. The young pioneers programmes aim at training the youths of the country in farming, agriculture, food production, arts and crafts and various trades such as carpentry, wood work, metal work, mechanical engineering brick-laying and construction. All this is to ensure that the youths do realize the importance of their contribution to national development and that they become more committed to national development activities.

To ensure that this is properly done, a number of training bases and settlement schemes are established all over the country where the young particularly those who have dropped out school go for training; and upon completion of their training go to settlement schemes to try and become better farmers as producers of tobacco, maize, rice maize or tea.

Trade schools train mature young men to become independent rural craftsmen who can also provide a service to local farmers for the manufacture and repair of their farm implements, houseware; build and repair buildings in rural areas; and construct water wells for rural communities.

The Malawi Correspondence College provides a second chance to youths and adults who want to improve on their educational attainment. It is also an alternative route for many youngsters pursuing secondary education; and for the up-grading of primary teachers qualifications. In fact the many programmes offered by the College are now considered as part of the education development process in the country. They are therefore an essential element in the national development strategy.

(h) **Nigeria's Non-Formal Education Centres**

Nigeria has a number of centres which provide various skills in a variety of fields for school leavers, unemployed youths, small businessmen, housewives, the unemployed adults, entrepreneurs and those who just want to be on their own.

The Ceramic Training Centre, for instance, provides training for unemployed youth in basic skills so that after a year's training the products of the centre can put to productive use their skills in rural areas. Similarly other centres such as the Textile Training Centre; the Domestic Science Centre for housewives the Opportunities Industrialization Centre; the St. Brigid's Social Centre; and the Citizenship and Leadership Training Centres, and the Farm Institutes to name but a few, all cater for various trades, skills and knowledge across the entire country. The clientelle for most of these are school leavers, unemployed youths and adults, peasants, farmers, housewives etc.

Programmes at these centres are designed to give training in textile weaving and dying; vocational skills such as woodwork, carpentry, bricklaying, mechanical engineering; home management, library skills, office

skills, accounting, book-keeping, elements of vehicle maintenance, farming, agricultural techniques, citizenship and leadership skills especially in the management of co-operatives. the centres also offer opportunities for those who want to upgrade their skills by executing up-grading programmes in the various fields of their different specialization.

(i) **Non-Formal Education Programmes in Mali**

Although Mali's non-formal education programmes are based on familiar models, they are unique in more than one sense. First they are a multiplicity of out-of-school programmes providing training in functional literacy, farming, rural trades, crafts, health and nutrition.

Secondly institutions such as centres d'animation rurale;" movement des pionniers; and centres d'orientation practiques; experience major co-ordination problems, and coupled with the fact that resources made available for non-formal education programmes are extrimely limited for meeting large scale minimum learning needs for rural communities. However with the limited resources, Mali has been successful in executing non-formal education programmes for rural animators and practical orientation for those working with rural communities.

(j) **Non-Formal Education Programmes in Cameroon**

In Cameroon there are those non-formal education programmes which cater for marginal and special groups such as deliquents and juveniles. To this effect, there are two youth centres for education in the country each of which provides education in a number of subjects such as civics, hygiene, health and nutrition and in psychomotor skills so that the products of the centres become more responsible citizens and can fend for themselves.

Other centres such as ZAPI (Zones d'Action Prioritaires Integrees) undertake programmes specially designed for rural populations. With such centres the focus of activities is on increasing agricultural output; promoting community based development, and on the reduction of rural-urban migration. There are also these centres which have programmes catering for small business and entrepreneurs and middle-level managers. These are taught accounting, business administration, management, and the elements of entrepreneurship.

(k) **The Brigades Movement in Botswana**

As a movement its primary aim is to provide non-formal education programmes to serve all Botswanabut with greater emphasis on serving the needs of out-of-school youth, the unemployed and women. The programmes, therefore, put great emphasis on vociational training for primary school leavers outside the formal school system; on activities that lead to gainful employment and improved productivity; and on the-job-training so that trainees adopt development-oriented values, attitudes, knowledge and skills which would free the country from too much dependence on South Africa.

The Brigade movement operates through centres. There are no less than sixteen centres all over the country. Each of these centres has its own specific objectives, organization, mode of finance and patterns of training.

Trainees from these centres who have mastered some of the productive skills needed for the development of the Botswana economy are assisted to create employment by the Botswana Enterprises Development Unit (BEDU). This is to ensure that the people of Botswana are fully engaged and involved in national development and as far as possible become less dependent on the Republic of South Africa for earning a living. So far Brigade entrepreneurs have concentrated their activities in leather, metal, art and wood works; clothing and garment manufacturing,; upholstery building engraving and printing.

With this focus on education and training for self-reliance, the Brigade Movement which started as a small activity in one district, now operates as a national affair with a full National Brigade Co-ordinating Committee. Its main activities for national development., therefore, include plumbing, light engineering, carpentry, building, agriculture, textile, vehicle maintenance and business management, accounting and book-keeping.

(l) **Non-Formal Education Programmes in Zambia**

The Centre for Continuing Education of the University of Zambia is concerned mainly with research and teaching in the field of adult education; and in participating directly in the national adult education programmes. There are however, many programmes and

projects in Zambia which center for primary school leavers, unemployed school leavers (primary and secondary), for women, for youths and adults.

Most of such projects and programmes teach trades of varius kinds such as farming and agricultural skills, health and nutrition, arts and crafts, home economics, accounting and office skills. The Lunnshya Youth Self-Help Project is one such project which has helped school leavers obtain skills and knowledge for self-employment and income generating activities. Similarly the Kalulushi Farm College trains youths for two years in farming techniques for those who are already farmers and those who intend to become farmers.

(2) **Focus of Well-Known NFE Programme**

In the foregoing pages, an analysis has been made of some of the non-formal education programmes geared toward national devleopment. The analysis reveals four basic categories of programmes according to the objectives, aims and subject matter of the activities undertaken viz:

(i) **Basic and General Education**

Non-Formal Education Programmes for basic and general education are of a multipurpose nature and involve a variety of activities. Some of these programmes are literacy campaigns and programmes in Ethiopia, Tanzania, Mali, Burkina Faso and Mauritania; school equivalency programmes conducted through correspondence education eg. Malawi, Kenya and Nigeria; and distance teaching eg. Lesotho. Then there are the youth clubs and centres such as those in Nigeria, Botswana, Ghana and Benin; sports, recreational and cultural programmes undertaken in all African countries particularly in Ethiopia, Ghana, Senegal, Zambia, Kenya, Mali, Zimbabwe etc. Finally under this title, there are guidance and constructive activities for special groups such as deliquents, prostitutes, juveniles criminals and the handicapped. A number of African countries provide activities for these special groups. Then there are multipurpose training activities for girls and women in almost every African country. In fact the role of women in development has risen to great prominence and hence the need to provide for special training for the female folk.

(ii) **Leadership and Civic Services**

Many countries have national youth service programme for spearheading national development. Examples of

national service programmes can be found in Zimbabwe, Ethiopia, Ghana, Nigeria, Egypt, Libya, Tanzania etc. Then there are the brigades programmes e.g. the Ghana and Botswana Brigades; then the pioneers and corps programmes such as the Malawi Young Pioneers and Mali's Movement des pionniers. Again under this broad title comes the community development services undertaken in Uganda, Tanzania, Senegal, Benin and Burkina Faso.

(iii) **Artisanal and Vocational Training**

Many non-formal education programmes prepare both the youth and adults for various trades and vocations. Almost every African country has some rural training schemes, projects or activities undertaken at rural training centres eg. Burkina Faso's Centres for Rural Education; Ghana's National Women's Vocational Training Centre; Senegal's Rural Training Centres; Zambia's Youth Self-Help Projects and Lesotho's Self-Reliance Projects.

Then there are many apprenticeship shemes in countries, like Nigeria, Swaziland, Kenya, Malawi, Zambia, and Ghana. Other artisanal and vocational programmes are undertaken by village polytechnics as provided by the well-known examples of Kenya.

(iv) **Farming and Agricultural Training**

Many programmes are carried under the banner of farming nd agricultural training eg. young farmers clubs in Nigeria, Kenya, Cote d'Ivoire and Senegal; the land settlment schemes for youths e.g. Uganda, Malawi and Ethiopia; co-operatives e.g. Kenya, Tanzania, Senegal etc; farm learning centres, schools, colleges and institutes which are in every African country with great emphasis on farming and agricultural techniques, marketing and improved productivity.

VI. Fostering Non-Formal Education Programmes for National Development

A central question to be answered is why it is necessary to foster and improve the effectiveness of non-formal education programmes in preparing both the youths and adults with essential skills, knowledge and attitudes for participation in national development. Part of the answer to this question is that:

(i) the pressure on educational resources and the ever-increasing and unsatisfied demand for education have made it imperative to seek new educational approaches to development. Non-formal education programmes have a low per capita or instructional unit costs compared

to formal education programmes. At the same time non-formal education has a short gestation period for an educational programme but with effective results at low costs; and

(ii) that formal education is not tailored, often times, to the socio-economic needs as well as to the self-fulfilment and aspirations of individuals. Criticism has often been made of formal schools that their content, curricula, organization methods, age-structure and practices do not realistically help to equip rural societies with the right attitudes, knowledge and skills required for employment (self or salaried), household management, family responsibilities, community work, civic duties and self-fulfilment in a rural setting..

The need for fostering non-formal education programmes, therefore, stems from the fact that they tend to have an advantage over formal education programmes in terms of costs and in being tailor-made to the needs of their clientelle whether they are in rural or urban areas. It is for this reason that every effort should be made to foster and support them and to ensure that they are made more effective.

However, before non-formal education programmes can be made more effective, a word of caution is necessary. Many non-formal education programmes in Africa have failed to respond to national development needs because:

(a) there is always a tendency to adopt improted models of non-formal education programmes without tailoring them to local and national needs. Many programmes have, in the course of implementation, proved to be unsuitable to individual and national needs because of their imported content,

(b) the tendency to launch expensive long-term programmes on the basis of external financing for the first five or so years without making adequate provisions for subsequent financing when external finance is discontinued. Well conceived non-formal education programmes have collapsed as soon as external funds have dried up. The effects on some aspects of national development has been quite remarkable,

(c) lack of effective co-ordination and collaboration among government ministries, voluntary and international agencies and parastatal bodies involved in non-formal education programmes. All

these spend substantial resources on their unconnected small projects which often scratch at the edge of a huge national problem. Effective co-ordination would ensure that the limited and scarce resources are judiciously utilized in the solution of national problem.

(d) the tendency to depend on expatriate personnel without full commitment to the development of local expertise to take over from expatriates as soon as possible. Many assisted programmes have suddenly collapsed as soon as expatriates have left the country because local expertise has been lacking to continue with the work. Closely allied to this is the fact that with the availability of technical assistance, costly and elaborate facilities for non-formal education programmes have been provided the maintenance and expansion of which have proved difficult using local and domestic resources. African countries have been unable to keep the pace and momentum started with the use of foreign funds.

(e) failure to ask searching questions about a programme being proposed and without testing the feasibility of proposed actions. Also many pilot projects have been started without careful coordination as to how they would operate on a national scale. Neither have the pilot projects been given a good testing period to assess the benefits and value of a project.

Inspite of these impediments, non-formal education programme can be made effective through:

(i) concerted efforts, collaboration and co-ordination of programme activities in the larger educationl and development context. Since there is too much wasteful fragmentation arising out of diverse sponsorships of programmes, efforts should be made for collaboration in the conception, development and implementation of programmes and projects. Programmes suffer because there are too many professionals semi-professionals and laymen engaged in non-formal education programmes who lack broader conception of educational needs and rural development.

In this regard, therefore, it is necessary to establish and create institutional

machineries for the organization and management of non-formal education programmes. Kenya for instance has created a Board of Adult Education and Tanzania has established the Institute of Adult Education and at district level established co-ordinating committees for effective co-ordination of programes and for facilitating exchange of information about the country's respective non-formal education programmes.

(ii) The development of effective personnel for three key functions of non-formal education programmes viz: planning and co-ordinating on a full-scale of non-formal education programmes; managing individual programmes; and group leardership and day-to-day design and instruction of programmed activities.

Many countries in Africa lack specialists in educational planning, curriculum design, and evaluation and in the co-ordination of programmes. Of great importance also is lack of expertise in the management of individual programmes, let alone in providing leadership for the community. Every effort should therefore be made to train staff with the necessary knowledge, skills and attitudes and to ensure that those who have to work in rural areas (i.e. field staff) have some form of incentives to ensure that staff turnover is reduced to a minimum. It is no use trainig people while the system cannot keep, as there can be no continuity of programmes if trained staff cannot remain within the overall management of the programme.

(iii) central to the issue of effectiveness is the question of costs i.e. how to operate effective programmes at low costs. In other words how are we to operate programmes using both conventional and unconventional sources and making sure that the whole country benefits from available resources. It is important to emphasize the fact that low cost per se is not a virtue for advocating the development of non-formal education, but rather low costs accompanied by effective results. In this regard, it is important to make use of existing formal education facilities for non-formal programmes; or borrow air time from the radio or television stations as they do in Kenya, Cote d'Ivoire and Malawi

for non-formal education programmes particularly where such programmes are used as offering a second chance for furthering once's education, or for knowledge and skills improvement.

One observation to make is that non-formal education may have lower costs because it tends to use volunteers part-timers and facilities other than its own. Hence the rural costs of non-formal programmes may not be easy to compute. All the same costs and effectiveness of the programme should be taken into account when developing and implementing non-formal education programmes.

(iv) many non-formal education programmes are born out of administrative action. Yet their effective implementation may be heavily dependent on the political climate and milieu in which they operate. It is not how well and articulated a programme is, but also what political forces and pressures do operate in a given country. Political backing and forces have been behind the successful implementation of the literacy campaigns and programmes in Ethiopia and Tanzania. Indeed most programmes require political support at the various stages; planning, implementation, evaluation and monitoring and follow-up.

Frequent government changes may result into a number of programmes being discontinued, or simply a lack of enthusiasm by the public because they feel that they have not been adequately consulted; or that the public is being pushed into a programme for which they see no relevance for it in their daily life. To this effect therefore, it is important that government should, where necessary, seek the support of the people, and that non-formal education programmes should be given full political backing for effective results.

(v) another area of great concern is the need for improved and more relevant curricula for participants of non-formal education. Voices have been heard about non-formal education taking on the unfinished business of the school and completing it. At the same time the quality of those coming out of the primary system is very

low so that the products of the system are ill-equipped and ill-prepared for participation in national development. Since primary schools put very little emphasis on the development of productive skills, some-one else has to do it, and in this case non-formal education.

At the same time, if non-formal education is to play the role of an alternative to educational attainment, there is need to re-align the curricula of both formal and non-formal education so that students may move from one to the other.

It is not just the movement of students but that it will also be necessary to have complementary admission policies in respect of second chance education. Students who have used the non-formal education avenue to get their education should not necessarily be penalized when they want to improve their educational attainment.

What is more is that education and development, particularly when the latter is considered from the standpoint of a basic needs approach, should be seen as two sides of the same coin related by destiny. Secondly, the responsibility for the development of knowledge, skills and shaping of attitudes through education and training falls squarely on national governments, the parents, individuals and the community. This makes it imperative that whatever education is being planned, the programmes and activities must be related to the needs of the individuals, community and the nation. Many programmes in Africa have not been responsive to community or national needs because the curricula have not been appropriately planned and developed because of the lack of curriculum planners and specialists.

(vi) of greater importance still, is the need to focus on non-formal education programmes which relate in a realistic manner to employment opportunities. Even this realism of programmes cannot by itself create employment: there are factors to be taken into account e.g. land reform, investment opportunities; credit facilities, economic processes and structures. Education and trining ensures that youths and adults are equipped with the necessary knowledge, skills and attitudes for whatever employment opportunities exist in their own locality, be it self or salaries jobs. In this way, training programmes must realistically

appraise the economic conditions operating in a given country, locality or region. What is a major problem in Africa (though not seen by many as such) is that training managers often take it for granted that youths who are properly trained in new skills should find no difficulty in automatically being absorbed productively into a national economy. This is not usually the case. A person may be properly trained, possessing the right skills knowledge and attitudes, but this does not give him/her automatic employment.

(vii) though last but not least in importance is the question of assessing the effectiveness of non-formal education in national development, and determine how such programmes could be improved and made more effective. The problem as regards to non-formal education programmes in Africa is that little or no attempt has been made to assess, even very roughly, the programmes internal efficiency i.e. cost-effectiveness or the programmes beneficial social and economic impact in relation to the investment made in respect of the programme i.e. the cost-benefit relationship.

If fair judgement is to be made of the non-formal education programme's productivity, it is absolutely necessary to evaluate such programmes both formally and informally. At the same time a sample of previous participants should be followed up to see if the knowledge and skills acquired through such training are being beneficial to the individual and the community. Perhaps what is more, is that there is need for practical research to ensure that better and more workable evaluation, monitoring and feedback techniques are developed.

VII. A Strategy for Action: Final Remarks

There are many children in Africa who for one reason or another are not at school, have dropped out of school and those who have been pushed out of the system. Many of these revert to illiteracy in a continent already saturated with illiterates. Education continues to be short of both human, inancial and material resources. While the social demand for education grows at an alarming rate, nothing short of a truly massive and innovative efforts to the end of the century will remedy the situation. These efforts involve first and foremost, clearly and well defined policies on national development planning and

in particular on education and its planning. Second it should include well conceived national development strategy particularly the development of education (formal, non-formal and informal). Third, the financing of education to show the possibles and impossibles; fourth, resource utilization in education and fifth what action will be necessary to ensure that current and future programmes have the desired effects on individuals, the parents, community and the nation. In these concluding remarks an examination will be made of some of these issues.

(a) **Educational Development Policies**

Issues relative to education policies are: the fast increasing number of school age children who are out of school; the decline in enrolment at the various levels of the system; the quality of education; the resources devoted to education; financing of education; what curricula best equips nations with knowledge, skills and attitudes; and finally the management of education. All these have relevance in respect of the development of non-formal education for national development.

As the school age population continues to increase at an alarming rate, African countries are continuously finding it very difficult to provide for those who need education. As the pressure continues, formal systems cannot sustain the momentum, and therefore it becomes important for national govenments to look at non-formal education and training as important complements and supplements of formal education and training and hot as substitutes. Since non-formal education training holds a lot of promise and potential, educational policy in Africa should endeavour to strengthen the human resource base for the development of non-formal education programmes. So far many African countries treat non-formal education as second rate, falling outside the main stream of the national education system; national planning policy, and educational planning.

The importance of non-formal education as an instrument for the development of skills and knowledge cannot be over-emphasized. More so when account is taken of the fact that current education policies by external funding agencies up to the year 2000 A.D. will restrict the flow of funds for formal education thereby placing a greater burden on non-formal education to complete the unfinished business of the formal school. In this regard, African educational policy should consider the best approaches of maximizing the use of existing educational resources (human, material and financial) to meet the growing demand for education. Such policies should not be built around formal education, but should sericusly explore the use of NFE as a major

alternative to the development of knowledge, skills and attitudes; for providing second chance education and for the development of literacy.

(b) A Development Strategy for Education

A cardinal point to remember is not where to find the financial resources but how to make judicious use of what is made available; and how to prepare students for national development by evolving effective policies and programmes which would turn the products of the system (formal or non-formal) into productive citizens, and be more self-reliant. A serious challenge to African countries is how to develop and use education as an elixir for transforming people from being development liabilities to being human resources. It is this challenge which will shape Africa's development stragegy for education.

Current education practices, particularly formal education, continue to produce rural-urban migrants disocialized youths, and unemployed and underemployed young men. It is not therefore a question of how much education is given to the young, how well they performed at school or how much they excelled in their school activities; but how well-equipped they are to face the problems of life in rural or urban areas. This brings in the issue of quality and the relevance of curricula to national needs. Therefore whatever strategy one proposes for further development of education in Africa, it should be based on African realities.

Primary and secondary school programmes should have a strong element of productive activities to ensure that products of the system are equipped with the necessary knowledge, skills and attitudes. Unfortunately, the provision of productive activities in schools is proving to be very expensive for many countries. One financing institution for instance would like to see that technical education is not part of the main stream of secondary education. Rather it should be privatalized i.e. should become the responsibility of private institutions, industries and voluntary agencies.

An alternative strategy would be to strengthen the role of non-formal education for skills development. In this regard, the learning experiences which should be pursued ought to be practical, non-theoretical, less abstract, and with specific goals based on pragmatic needs of the individual, society and the nation. This would entail a reorientation of the curricula not just emphasizing on acquisition of knowledge, nummeracy and literacy but practical and useful skills in farming, agriculture, health, nutrition, arts and crafts, woodwork, carpentry, weaving, tanning, basketry, building, construction, home economics, accounting,

home and business management, and entrepreneurship.

This re-orientation calls for staff to be conversant with the new direction of educational activities. In this regard, priority should be given to the training (both pre and in-service) of staff engaged in non-formal education activities. In particular, instructors ought to be men and women of divergent abilities able to deal with communities in rural areas helping them in their various preoccupations.

(c) **Financing Non-Formal Education Programmes**

A major factor other than human resources affecting the implementation of programmes and projects, is finance. Non-formal education in most African countries is not accorded high priority and as such it does not get adequate funds for its programmes. Arguments have been made that since education (formal or non-formal) has become very expensive, government subsidies to education should be removed and let those who take part in the education process pay for it especially at the third level. Rather than remove subsidies, it is strongly felt that governments could introduce fiscal measures for the collection and management of subsidies. Instead of removing subsidies, students could be encouraged to live out instead of staying on compus for which they could be given a living out allowance; the overall budget for which could be much lower than living on campus. Extra-mural programmes which are part of higher institutions have showed that one can pursue a programme of studies effectively without living on compus. There is no reason why effective resource utilization cannot be made by encouragng students to live out.

Except for literacy programmes, most non-formal education activities are amenable to fee payment. Most participants pay fees for their participation in an organized programme. In the same manner it may be necessary for fees to be charged for formal education programmes. At the same time, it is being suggested in connexion with the cost of financing education programmes that non-formal education programmes render themselves open to study by correspondence and distance teaching. Since governments have reached saturation points in terms of paying the education bill, it is important to explore new avenues for producing the same results at less the cost through correspondence education and distance teaching.

Finally in connexion with funds for education, it may also be necessary to introduce a work and study programme for third level institutions. Formal education students

could go on work attachement for say, three/four months in a year during which time they could get paid and credit points given to them for the work done. The money so earned could go towards the cost of their education during the following semester or year. Such a work-and-study programme should be legally instituted and should become part and parcel of the education system. On the other hand many non-formal education programmes can operate on the basis of learning while working and vice versa. This may make non-formal education appraoches to education more workthwhile than the traditional formal approaches.

VIII. Conclusions and Policy Options

In this analysis of non-formal education programmes, account has been given of the policies which govern the development of such programmes; the various clientelle who benefit from participating in the programmes; examples have been given of some of the programmes which are currently taking place in Africa; and how such programmes ought to be made more effective in their delivery capability.

A major point to be emphasized here is that African countries will need to review their national economic, development, planning and educational policies if education and trianing are to serve a vital role in human resource development. This is an imperative necessity considering that financial resources for education for national development purposes are steeply declining. At the same time, educational institutions are unable to meet the increasing demand for education with the result that overall enrolement at the various levels of the system are declining. In this regard, therefore, non-formal education has to play a major role in completing the unfinished business of the schools.

Another point is that external forces especially donor agencies are operating more vigourously on African countries to do things as seen by external donors that sooner or later the continent will lose a grip of what it owns and be swept away amidst a whirlwind. Through well defined policies, Africa should on its own decipher its future, map its strategy and commit itself to self-reliance self-fulfilment in spite of the external forces. A greater emphasis on non-formal education approach to the development of skills, knowledge and attitudes might provide a better answer than the traditional approaches as characterized by formal systems.

In view of the foregoing, member States may wish to consider and adopt some of the following policy options and strategies viz:

(i) Member States should exert concerted efforts and develop machinery for collaboration and co-ordination of programmes and activities in the larger educational and development context. To reduce wasteful fragmentation arising out of diverse sponsorship of programmes, efforts should be made for collaboration in the conception, development and implementation of non-formal education programmes and projects. Account should be taken of the fact that there are too many semi-professionals and laymen engaged in non-formal education programmes operating as professionals when they lack proper knowledge and skills in the fields/areas of operation.

(ii) Member States should give top priority to the development functions in non-formal education viz: planning and co-ordination of non-formal eeucation programmes; mananging individual programmes; and group leadership and day-to-day design and instruction of programmed activities.

(iii) Member States should seriously explore the possibility of using, or intensify the use of existing formal education facilities for non-formal education activities particularly where such non-formal education programmes or activities are offered as second chance education or for schooling equivalency.

(iv) Member States should take note of the fact that while non-formal education programmes are born out of administrative action, their effective implementation is heavily dependent on political support and commitment. It is important therefore that member States should give political backing of non-formal education programmes and should seek the support of the people and non-formal education clientelle.

(v) Since the clients of non-formal education are the unfinished products and the "left-outs" of the school system, there is need to re-align the curricula of the formal and non-formal education to ensure complementarity and supplementarity of the two sub-systems and to put greater emphasis on productive skills,

(vi) Every effort should be made to assess the internal efficiency of non-formal education programmes i.e. the cost effectiveness of programmes or their beneficial, social and economic impact in relation to the investments made in respect of the programmes. To make a fair

judgement on the productivity of such programmes, it is necessary to evaluate non-formal education programmes at all stages of the programmes and to conduct follow-up activities to determine the benefits of such programmes.

(vii) Since formal education systems cannot sustain the momentum generated by increased demand for the provision of educational opportunities for the majority of the population, member States should look at non-formal education as an important complement and supplement of formal education i.e. as an alternative route to formal education for school equivalency. In this regard therefore, every effort should be made to strengthen the human financial and material resource bases for the development of non-formal education. To this effect, it should be accorded as much priority as formal education system and should not be treated as second rate educational system falling outside the main stream of the national education system; national planning policy and educational planning of the country concerned,

(viii) Member States should seriously review non-formal education curricula so that it reflects the needs of its clientelle; it is atuned to the requirements of work and employment; and related to productive activities. Non-formal education curricula should not just emphasize on in - schooling equivalency through distance teaching; on adult education or on literacy work. The curriculum should focus on education for productivity, for self-fulfilment; self-employment and income generation,

(ix) Member States should accord high priority to the development of non-formal education and this should also be reflected in the financial allotment to it, rather than depend on voluntary contribution, charitable organizations, agencies and gifts. Fiscal measures could be introduced to ensure that adequate funds are collected and judiciously used for non-formal education for development. In effect both formal and non-formal education should be used as instruments of national development.